

**CHAPTER 10**  
**INTERGOVERNMENTAL COOPERATION**

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## **Chapter 10 - INTERGOVERNMENTAL COOPERATION**

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### **INTRODUCTION**

The *Town of Wilson 20-Year Comprehensive Plan* Intergovernmental Cooperation chapter examines the working relationship the town maintains with the neighboring communities; Sheboygan County and its various departments; school districts serving the town; Lakeshore Technical College; Regional Planning Commission; and state and federal governments.

This chapter stresses the importance of Wilson working cooperatively with neighboring jurisdictions by identifying existing or potential conflicts; communicating visions; and coordinating plans, policies and programs. These joint efforts will lead to accomplishing goals of mutual interest and promoting consistency between planning efforts. An inventory of formal intergovernmental agreements, shared resources, and consolidated services are also discussed.

### **EXISTING INTERGOVERNMENTAL ACTIVITIES**

#### **Adjacent Governmental Units**

The Town of Wilson is bordered by the City of Sheboygan on the north side, villages of Kohler and Sheboygan Falls on the northwest side, Town of Lima on the west side, the Village of Oostburg to the southwest, the Town of Holland on the south side, and Lake Michigan on the east side.

#### ***Relationships***

The town maintains a cautious working relationship with its neighboring communities and Sheboygan County. The large amount of growth being demonstrated by the Village of Kohler and City of Sheboygan along their respective municipal borders is sprawling into the town. The Town of Wilson's municipal boundary has changed dramatically over the years due to annexations.

With many communities adjacent to the town also undertaking comprehensive planning, this is a good opportunity to conduct some joint planning within the area. Stronger working relationships through more regional planning efforts will result in the preservation of farmland and natural features that comprise the area's rural character, while providing more and better services to their respective residents. The Sheboygan Metropolitan Planning Organization (MPO) and the Sheboygan Sewer Service Area help facilitate joint planning activities to mitigate future development issues within the urbanized area of the county.

#### ***Town Facilities***

The town's Administrative Office on S. Business Drive houses the clerk, treasurer, and other administrative offices. The building is utilized primarily for administrative functions and town meetings. The historic Town Hall is located next to the Administrative Office and is used for large meetings, elections, and for use by the public. The maintenance building is located on Meyer Court provides limited maintenance to the town roads. The town owns some equipment and contracts with private firms or the county for all major road improvements.

#### ***Sharing Public Services***

The Town of Wilson has several agreements with the neighboring communities and Sheboygan County for the delivery of public services. The town's heavily populated residential areas are served by the town sewer and treated at the City of Sheboygan's Regional Wastewater Treatment

Plant. The police department has a mutual aid agreement with the Sheboygan County Sheriff's Department. The Sheboygan County Sheriff's Department also maintains a jail facility in the City of Sheboygan. The Town of Wilson contracts with the Black River Fire Department to serve the northern half of the town. Wilson contracts with the Village of Oostburg to provide fire protection for the southern portions. Both departments have countywide mutual aid agreements to provide fire protection services. Postal services are available through the Sheboygan Post Office, the Sheboygan Falls Post Office, Kohler Post Office, and Oostburg Post Office. Emergency services are provided by either the Orange Cross Ambulance, Inc. or Oostburg Ambulance Service. In addition to designated site within the town, residents can utilize other Sheboygan County facilities, located in Sheboygan and Plymouth for drop-off of hazardous waste materials. Each site is open, on a rotating basis, one day each month. The Town of Wilson does not contain a public library facility; therefore town residents utilize the libraries of the Eastern Shores Library System that cover Sheboygan and Ozaukee counties. The Sheboygan facility closest to the Town of Wilson is the Mead Public Library found at 710 N. 8<sup>th</sup> Street in the City of Sheboygan. There area also library facilities town residents can utilize in Sheboygan Falls, Kohler, and Oostburg.

### **School Districts**

The Town of Wilson is located within the Sheboygan Area, Oostburg, Sheboygan Falls and Kohler School Districts. Wilson is part of the Lakeshore Technical College (LTC) District of The Wisconsin Technical College System.

### ***Relationship***

The town's relationship with Lakeshore Technical College is considered amenable. In addition, the town has a positive working relationship with the with area school districts. Town residents are able to provide input relating to school activities, future development projects, etc.

### ***Siting and Expansion of School Facilities***

The siting of any new school facilities or the expansion of existing services is primarily conducted by the individual school districts, but the residents of Wilson do have an opportunity to provide input and comments on these projects.

### ***Sharing School Facilities***

The town has no formal agreement with the school districts for shared use of school facilities or services. However, the schools have library, meeting rooms, and recreational facilities that are utilized by the public.

### **County**

The Town of Wilson and Sheboygan County continue to maintain a good relationship with each other fostering general agreements and mutual respect. The town is included within the county's Park and Recreation Plan as well the Farmland Preservation Plan. Wilson is covered through Sheboygan County's Emergency Management Plan and is part of the county's All Hazard Mitigation Plan. The Town of Wilson has a mutual aid agreement with the Sheboygan County Sheriff's Department.

## **Region**

Sheboygan County, including the Town of Wilson, is a member of the Bay-Lake Regional Planning Commission (BLRPC). The BLRPC has a positive working relationship with the both the county and town and employs the Transportation Coordinator for the Sheboygan MPO.

## **State**

The town's relationship with the State of Wisconsin primarily centers on issues related to transportation (WisDOT) and natural resources with the WDNR maintaining/monitoring several conservation areas within the town. Relationships with state agencies are considered limited.

## **INVENTORY OF PLANS AND AGREEMENTS UNDER S. 66.0301, S. 66.0307 OR S. 66.0309**

### **Cooperative Boundary Plan**

State Statutes 66.0301 and 66.0307 allow municipalities to enter into agreements regarding the location of municipal boundaries. The Cooperative Boundary Plan is any combination of cities, villages, and towns that may determine the boundary lines between themselves under a cooperative plan approved by the Wisconsin Department of Administration (WDOA). The cooperative plan must be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the territory covered by the plan which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity or general welfare. Cooperative boundary plans cover at least a 10-year period. Additionally, Cooperative boundary agreements are a tool that could also be used for service sharing between local units of government.

### **Extraterritorial Subdivision regulation**

State Statutes allow an incorporated village or city to extend extraterritorial plat review over surrounding unincorporated areas. This helps cities or villages protect land uses near their boundaries from conflicting uses outside their limits. The extraterritorial area for the villages of Kohler and Oostburg extends 1.5 miles into the Town of Wilson, while the extraterritorial boundary for the City of Sheboygan extends 3 miles into the town.

### **Extraterritorial Zoning**

State Statutes allow an incorporated village or city to extend extra-territorial zoning over surrounding unincorporated areas. However, extraterritorial zoning requires a joint effort between the town and the incorporated communities to develop a plan for an area to be zoned. The extraterritorial zoning is then established according to the developed plan.

## **INVENTORY OF EXISTING OR POTENTIAL CONFLICTS**

The following is a listing of existing or potential conflicts facing the Town of Wilson and surrounding government jurisdictions. The list was generated on October 23, 2006 during an Intergovernmental Cooperation Workshop with the town, neighboring communities, Sheboygan County, state departments, and other interested participants. Additional issues not mentioned during the intergovernmental workshop are listed in Appendix K.

- Sewer extension availability
- Planning for multi-jurisdictional roadways

- Some city/town cooperation on road paving
- More cooperation on snow removal on roads
- Regional road connectivity
- Environmental constraints to roadway siting
- Intergovernmental communication regarding impacts of imminent developments
- Need to work together to preserve and protect unique green spaces
- Annexations from city of town lands
- Lack of communication
- Mutual aid agreements for fire/rescue are a good thing (Kohler helps town with this, south to CTH V)
- Lack of awareness of positive local government coordination activities
- Interoperability
- Coordinated storm warning protocols
- Coordinated stormwater planning
- Need for more uniformity across the county for all types of planning
- Much of the town is transitioning from rural to urban
- As population increases. Plan for outdoor recreation and open space
- Need more diverse housing stock, especially for the elderly
- Zoning conflicts-developer goes with the “easier” jurisdiction
- Inter-cooperative library system
- Need for city water for business and industry
- Density of development of urban services
- Sewer extension availability
- Planning for multi-jurisdictional roadways
- Some city/town cooperation on road paving
- More cooperation on snow removal on roads

## **POSSIBLE RESOLUTIONS**

The following is a list of possible solutions to address the existing or potential concerns and issues listed above. This list was also developed during the October 2006 Intergovernmental Cooperation workshop. Additional resolutions identified during the workshop are in Appendix K.

- Informal talks between city and town. This could be city staff and town officials. Look at Wausau area as an example.
- County local government heads' meetings
- Joint planning meetings for areas subject to extraterritorial zoning jurisdiction
- Town should initiate communication with adjacent jurisdictions. However, there is more cooperation now than in the past.
- More county-level planning efforts, including mediation of inter-jurisdictional conflicts
- Best solution for siting of industrial lands
- More awareness of what is going on
- More uniformity across jurisdictions (edge mapping, zoning, etc.)
- Informal talks between city and town. This could be city staff and town officials. Look at Wausau area as an example.
- County local government heads' meetings
- Joint planning meetings for areas subject to extraterritorial zoning jurisdiction
- Town should initiate communication with adjacent jurisdictions. However, there is more cooperation now than in the past.
- More county-level planning efforts, including mediation of inter-jurisdictional conflicts